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ABSTRACT

While enrollment is declining in Ontario's elementary and secondary schools, the demands for adult education are increasing. This paper explores the possibility of integrating the two systems. The authors consider the conceptual bases for an integrated system as well as the effects of integration on administration, staff selection and training, buildings, teaching styles, and finance. The Education Act (Canada, 1974) is cited as evidence that school boards have the right to extend their activities to the adult population. The authors argue that school boards should respond actively to adult needs for technical literacy and basic education programs, with emphasis on serving those who never completed their elementary or secondary education. If boards are to avoid occupying a diminishing role in the community, they must become involved in programs for and recruitment of adult students. (Author/WD)

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CHALLENGE AND CHANGE

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JUNE, 1978

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CHALLENGE AND CHANGE

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This study reflects the views of the authors and not necessarily those of the Commission or the Ministry of Education.

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PREFACE

The purpose of this report is to make explicit the challenges and changes which are confronting local Ontario school systems in light of the growing international concept of "integrated education". The term has developed chiefly due to having been nurtured in UNESCO literature and refers to an advocacy of the integration of all educational experience across ages in the life span and across the various roles of any one given human being at any one given time.

In terms of educational institutions, the concept implies that elementary, secondary, post-secondary and adult systems become integrally involved in and knowledgeable about what every other system is doing. The current segregation of those systems is seen as unfortunate for the learner and counterproductive to the societal goals of democratic societies.

Examples of where the concept of integrated education has been put into practice are also included. Specific recommendations for the translation of the values of integrated education into working realities in local Ontario school systems are found in the last section of the report.

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INTRODUCTION

The current concerns in the field of adult education revolve around how to meet the challenges and opportunities of increasing numbers of adults interested in continuing their learning. That perspective may or may not stand in sharp contrast to the apparent origins of the Commission on Declining Enrolments in Ontario which seem to be to avert serious disruption in the elementary and secondary school systems in the province. The purpose of this work is to establish a basis of dialogue between the two perspectives.

"Lifelong learning" is a concept which has grown up in adult education in the last two decades and which has incorporated the necessity of viewing learning and education as activities which must be accommodated in a society for persons of all ages. It is within that concept that we would propose the basis for the desired dialogue can arise.

Specifically, the purpose of this study is twofold: to articulate a vision of an integrated educational system within which the elementary and secondary system could conceive of itself differently than it now does; and to suggest strategies for accomplishing that reconceptualization with minimal disruption to the lives of those involved.

The phenomena included in the phrase "declining enrolments" will affect other educational activities in the province, particularly those within the most visible, semi-public, formal sector of the post-secondary system, namely Colleges of applied arts and technology and universities. Indeed, recent announcements from those bodies indicate that they, too, are alarmed by the prospect of dwindling numbers within the age groups of seventeen to twenty-five -- those who have traditionally been the most numerous and the most desirable students for those institutions. However, the tacit restriction of the Commission's interest to the elementary/secondary system reflects perhaps an equally tacit and sensible recognition that the elementary/secondary system occupies a quite different position with respect to the consequences of declining numbers, and therefore, at the outset at least must be treated separately. One of our purposes perhaps is to reduce the need for such separate treatment.

The matter of attitudes may be of utmost importance in making possible or impossible the new conjunctions of individuals and agencies

that have historically been quite separate from each other, but can no longer afford the luxury of being so. The word "alarm" has been used to describe the expressed attitudes of both elementary/secondary, and post-secondary systems in their responses to the declining enrolments. Indeed the origins of the Commission seem less that of examining an opportunity, than of averting a disaster. For many reasons this is not the prevailing attitude among a great variety of individuals engaged in the education of adults in Ontario. The prospect of the largest adult population in our history over a thirty-or forty-year period, the increasing demands for participation in adult education over the last few years, and the dim appearance of resources being both overtly and covertly transferred from one venue of education to another does not engender despair. (What alarm is discerned among adult educators stems from a growing sense of inadequacy about being able to cope effectively with these growing demands, and from a sense that society is undecided as to whether or not it wants to cope with the growing demand.) Descriptions of the two "systems" of education might explain the varying attitudes and also might help to provide a basis for movement toward a more holistic concept of education in Ontario.

CHARACTERISTICS OF THE ELEMENTARY/SECONDARY SYSTEM

In order to proceed with an alternative "vision" for education in Ontario some comment needs to be made regarding the essential characteristics of the existing elementary/secondary system.

(1) The system is governed by publicly elected local representatives. It is the only educational system in Canada in which direct political responsibility resides in the respective communities.

(2) It is based largely on compulsory attendance of all those individuals who fall within specified age ranges, and who live within specified geographical boundaries. This makes it a very predictable system in terms of numbers of students.

(3) It represents an assumption of "equity" in financing, since individuals are never excluded on financial grounds or even "educational" grounds.

(4) The entire community must contribute to the cost. (By virtue of their tax-paying status, adults are "clients" of the system. However, up until now, only children have been considered the clients, i.e. pupils/students.)

(5) The system provides the earliest and the longest educational involvement for all citizens. It is the only educational body with which the vast majority of citizens will have had some contact.

(6) The system is "local" in the sense that it is dependent upon the community rather than the other way around. Though there has been some tendency in recent years for colleges and universities to share this characteristic in larger communities, the public system remains the most widespread, most accessible, and most integrating system.

(7) It is larger now than it has ever been in our history in terms of resources, numbers of teachers employed, and students participating.

(8) The system is dominated by credit-granting certification as a form of public protection, though it does have non-certifying activities within it, and is related horizontally to others (Girl Guides, YMCA's, etc.). However, the credit-granting activities occupy by far the largest part of the system.

(9) It is on the retreat from thirty years of popular support to a reduced role in the society, the dimensions of which are both unclear and frightening.

The characteristics generalized above are those that to our minds produce all of the other significant practices of administration, financing, school facilities, programs, and teaching selection, training and styles on which we are committed to comment.

There is, of course, a substantial professional literature dealing with the characteristics of Canadian and Ontario public school systems, but because it is by and large unaware of alternative educational systems in Canada, or of any alternative way of conceiving of the educational tasks and practices in this society, it tends to miss what we regard as the salient factors. Most surely we must acknowledge that it is the factor of compulsory attendance that determines all else. If we were to choose one watershed in terms of abrupt change in practice and performance it comes at the moment when the individual recognizes the freedom to decide

whether or not to continue his or her education. The central difference between elementary/secondary and post-secondary systems may be found at this point. Further, it is at this point that the perspective of the student regarding his/her own participation brings about the principal changes in the educational system.

The now famous Faure (1973) report is a careful catalogue of the results of the most pervasive educational ideology the world has ever known. From the end of the second world war until the late nineteen-sixties, economic orthodoxy advanced the notion that investment in the education of the young was the key to economic development. National policies of almost every country in the world, including most of the so-called "developing" countries reflected this belief. Due to the rapidly rising birthrate that accompanied the immediate postwar period, not only were there many more children during the twenty year period that lasted roughly between 1945 and 1965, but there was an enormous increase in the simple belief in the power of their educational achievement. One phenomenon which results with the decline in that belief is that we have an educational establishment populated with substantial numbers of products of that period -- individuals who accomplished their own education, undertook their teacher training and their initial years in teaching in a climate of relentless growth and rosy expectation. It is not surprising that there should be large measures of disbelief and resentment to any suggestion that things are or should be otherwise.

The Faure report however articulated results other than the size of the educational establishment that had resulted from the boom: (a) the deterioration of any functional relationship between education and employment; (b) the growth rather than decline of discrepancies between rich and poor countries; (c) the increase in numbers of adult illiterates, though the proportions had declined; and (d) world-wide discontent on the part of students, teachers, governors of educational systems, and increasingly the public at large. The report also points out the fact that the decline in numbers of conventional students and the decline in public finance for the elementary/secondary system are not causes of each other. According to the report, the decline in belief in the efficacy of the system had preceded the decline in

numbers, and, politicians sensed by the late sixties that voters were no longer willing to have such large proportions of public resources committed to the education of the young.

The report, however, introduced two new areas of speculation. The first is that it was not the dependence on education as an instrument of development that was wrong, but the exclusive dependence on the education of the young. Thus we find in the report the first outline of systems of "lifelong learning" which have been assiduously pursued by UNESCO since that time. A later conclusion, which has also been drawn by governments, is that we cannot change a society in any rational, deliberate way by concentrating only on the education of the young.[1]

The second major proposal of the report was that we turn to a consideration of "learning" as distinct from our preoccupation with "education". In this sense learning is defined as what individual living things do, and education as a social response designed to direct the potential to be found in individual capacities to learn. In short, learning is to education what physics is to engineering. The novel term "mathetics" was coined to encourage a reconsideration of the educational system in terms of its ability to respond to the estimated learning needs in the society. Instead of defining educational needs in terms of what educational agencies succeed or fail to do, education can be examined in terms of its capacity for responding to learning needs. In turn, learning needs are defined in terms of other needs in the society, such as the need for employment or income or hobby skills or various aspects of an overall desired "quality of life". Additional implications of the use of this concept can be found in the Faure report. However, the basic concept of learning in relation to education which is outlined above shall provide a basic reference point for the issues to be considered in the remainder of this report.

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[1] Federal government statements on health costs, energy use, and immigration, all indicate that solutions to associated problems depend entirely on changes in lifestyles to be made by those who are now adults. Dependence on curriculum alterations in order to produce new habits in the next generation is no longer sufficient. Any examination of programs on fitness, smoking, etc., will indicate the acceptance of these positions and investment on a large scale in schemes of adult education or adult re-education.

The Faure report is one of the earliest reports to try to deal with education under the rubric of "lifelong"; that is, to deal with elementary, secondary, post-secondary, etc., within a single context. This approach is distinct from always segregating concern for one system from another, as has been the case in Ontario since the Hope (1950) Royal Commission on Education in Ontario report with the single exception of the report of The Select Committee on the Utilization of Educational Facilities (McIlveen, 1975). One danger we will try to avoid in submitting this report to the Commission on Declining Enrolments is the unspoken admission that the education of adults can or should necessarily fall into administrative divisions invented largely for the education of the young. This widespread point of view, which will hardly bear analysis, is the source of equally widespread confusion and possible misapplication of resources at the present time.

After Faure, more literature attempting to deal with educational systems from the point of view of "lifelong learning" has appeared -- most of it arising from the work of UNESCO (UNESCO, 1972; Dave, 1973, 1975, 1976; Lengrand, 1970; Dave and Lengrand, 1974; Hawes, 1975). While all of it offers valuable exemplary material, because it is drawn from an enormous range of sources, it is open to accusations of lacking in useful strategy and of being culturally inappropriate. Domestically, other than the material to be found in recent reports of Royal Commissions on education from provinces other than Ontario (Worth, 1972; Oliver, 1974; Graham, 1974; Parent, 1963-66; Thomas, 1973), there is very little literature which attempts to deal with education from the single point of view of lifelong learning. Since 1960, Ontario's policy (Hall and Dennis, 1968; Wright, 1972) has created parallel and separate systems in every sense (elementary/secondary and post-secondary/adult) except in the fact that individual students growing up in Ontario must cope with both of them, sometimes simultaneously. Professionals from the various sectors of education in Ontario rarely encounter each other, although the introductory period of the colleges of applied arts and technology allowed for some unique conjunction of these individuals. The now famous "Interface Study" (Russell, 1976) is an example by its very existence of the nature of the communication between the two systems.

CHARACTERISTICS OF POST-SECONDARY/ADULT SYSTEM

Before proceeding with an examination of what "integration" between the systems might mean, or how it might be accomplished, it is necessary to establish a simple, but often neglected point: there is another system of education in Ontario, and that system has its own structure, its own practices, its own history, and its own personnel. In fact, all evidence now available indicates this system is much larger in every respect than the elementary/secondary system and will continue to grow larger for the foreseeable future. This point is frequently overlooked by members of the elementary/secondary system who seem entirely unaware of the nature and scope of the other system. (Ontario Secondary School Teachers' Federation, 1977).

The extent of this system is hard to record with great precision; indeed, the lack of quantitative documentation available is an example of the difficulty of obtaining an exact fix on their nature. Further, the variety of purposes and structures within the system are much more diverse and varied than in the elementary/secondary system. In general, however, in contrast to the basic characteristics of the system already catalogued, this system exhibits the following characteristics:

(1) Participation by students or learners is voluntary.[1]

(2) Participation by providing agency is voluntary and varied. Unlike the public school which is invented and maintained solely for the education of the young, almost all agencies associated with adult or continuing education are those for whom such participation is in addition to other activities, and which varies from time to time. Different periods in the life of any society will produce a different set of providing agencies (Charnley, 1975).

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[1] Increasingly the nature of the "voluntary" participation varies, from the individual attending an "interest course" with no obligation either to register or to continue, to the medical professional who must establish a certain number of "continuing education" credits in order to retain his or her right to practice. Or, there is the unemployed worker whose alternative to a course offered under the Occupational Training for Adults legislation of the Federal Government is to remain unemployed. Nevertheless, these individuals do have choices that are not prescribed by the law. The medical specialist can stop practicing, the worker can remain unemployed without being involved in legal penalties, while the parent and child must participate in the public school system or run afoul of the law.

(3) A great variety of agencies participate at any one time, including those whose primary interest is the education of adults, those whose primary interest is education but for whom the education of adults is secondary, and those whose primary interest is manufacturing or administration or business, etc., but who must engage in education and training in order to meet those non-educational goals.

(4) A great variety of financial patterns are involved including payments by students, by sponsors directly and indirectly, and public money acquired by taxation. Not only does this involve the use of many different kinds of money (hard money, soft money, up-front money, etc.), it also involves many different public and private sources of finance.

(5) The system operates under a great variety of legislative provisions, from legislation governing the operation of private businesses (within which most or all proprietary schools operate), to legislation and extensive regulation governing the operation of a system of apprenticeship.

(6) The system allows for both formal public programs (such as those to be found in colleges of applied arts and technology and universities) and informal, public and private programs (such as those to be found in churches, museums, and voluntary organizations of various kinds).

(7) Admission to participation in this system for both teachers and providing agencies is almost entirely on the basis of interest and will, as distinct from the compulsory certification system that is involved in the elementary/secondary education. (Many practitioners enjoy titles that give no indication their work is related to adult learning.)

(8) The dynamic of the post-secondary/adult system tends to be that of novelty and constant change in contrast to the dynamic of the elementary/secondary system which tends toward predictability, stability and universality. (Although these dynamics are notably affected by the presence or absence of certification and/or credit-granting function; i.e., the presence of such functions likely causing a system to tend toward stability.)

(9) The system tends to be defined by age, in the sense that there are few if any children involved.

(10) The system is radically decentralized in the sense of sharing very little in terms of goals, financing patterns, resources or participants (though in this case it is quite clear that many adults participate in several parts of the system simultaneously).

(11) The system has a history of abrupt alteration in size and nature. For example, during both world wars a very high dependence was placed on the capacity of adults to learn the skills of war. At present the system is facing the largest boom in the history of the country.

(12) The system, in terms of who participates in it, reflects the upper end of the education, employment, and income spectrum. All western countries report that something of the order of 30% to 40% of adults participate regularly in education, and that those adults in general have higher educational achievement than non-participants. In contrast the elementary/secondary system includes all individuals within particular ages regardless of their educational achievements or potential.

In noting such comparisons in Ontario, as elsewhere in Canada and North America, we must not assume specific agencies deal exclusively in only one of the parallel systems. Boards of education in Ontario have provided programs for adults throughout most of their history, and continue to do so on an increasing basis today. The Ministry of Education provides modest grants for activities designated as "continuing education". The Education Act not only allows boards to cater to adult interests, it requires them to provide

elementary education for any resident of Ontario up to the age of twenty-one, and seven years of secondary education for anyone who has completed elementary education, but has not completed a secondary school leaving certificate. (Few citizens and apparently fewer boards are aware of the rights presently embodied in the law.) Nevertheless despite this history of activity and present legislation, the services provided for adults have never been integrated into the work of boards of education nor seen as a major or principal responsibility (Kidd, 1961; Stabler, 1972). It would be wrong, however, to overlook or underestimate the experience in work with adults already residing among some staff of some boards of education.

While the two systems are separate and distinct as represented by the basic characteristics noted above, the fact that they exist within and are supported by the same population means that one system cannot change without that change being reflected in the other, however slowly or indirectly. The growth of opportunities for further education, of both the continuing and "second chance" variety,[1] have inescapably affected the secondary schools in particular. Indeed, almost all of the pedagogical characteristics implicit in the implementation of H.S.1 Studies (Fleming, 1974) are practices common to the education of adults, and it is possible to argue that the introduction of the greater variety and freedom of choice for students in the secondary schools was in part a result of the increasing opportunities in further education. Similarly, there is overwhelming evidence (Waniewicz, 1976, p. 25; Lehtonen and Tuomisto, 1975, p. 8; Carp, Peterson and Roelfs, 1974, p. 16) that success in the elementary/secondary system creates a strong predilection for further education. Though there are several possible interpretations of this phenomenon, a major change in the elementary/secondary system, of the sort that seems quite possible at present, would have an equally major effect on the systems now available for the education of adults.

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[1] "Second chance" is reflected in the fact that admissions to various formal agencies in the post-secondary system are quite independent of achievement in the elementary/secondary system, a fact that became increasingly apparent in some higher grades in secondary school.

Both systems are facing substantial changes in numbers of participants: the elementary/secondary system a decline, the post-secondary/adult education systems a regular and steady increase. The question posed by these facts is: What future action, if any, should be taken by the province and the existing educational systems?

ALTERNATIVES FOR THE FUTURE

There appear to be three alternatives: (1) To allow the systems to continue as they are; (2) To encourage more active competition between the systems; and (3) To move towards an integration of the resources of the systems and to effect a redeployment of those resources.

(1) The existence of the royal Commission itself, as an act of intervention in the existing circumstances, suggests that the first alternative has already been discarded. However, the Commission could recommend the gradual reduction of the size and scope of the elementary/secondary system to match the declining numbers of children. This might be coupled with some recommendations for sufficient "early warning systems" so that preparations could be made when and if the fertility rate showed signs of substantial increase. The transfer of existing resources, other than those reduced through retirement or obsolescence, could be left to "market" conditions that exist with respect to educational, social, and cultural activities. Draper (1978) indicates that elementary/secondary professional personnel are already finding retraining for themselves, or making the transfer to other systems of education without such retraining. However, his evidence indicates that these transfers seem to be sporadic, uneven, and subject to chance. The experience associated with such transfers varies widely and offers little indication of any systematic assistance. Demand for student places in graduate training for adult education from personnel from the elementary/secondary system has increased steadily. Post-secondary institutions, voluntary community organizations, indeed the "community education" movement, may be expected with encouragement to make use of those school buildings where there is no foreseeable use with respect to the education of young (Clague, 1976). All of this is happening already, and with minimal encouragement can be expected to increase, perhaps finding its own level of adjustment. However, the adjustment may not happen fast enough or visibly enough to resolve the political tensions resulting from threatened personnel and powerful organizations. The long-term reduction of provincial support of local board of education (Holland, 1978) and the

increasing political freedom and vulnerability of local boards may suggest greater intervention than this alternative provides. What is perhaps more important from the point of view on which this report is based, is that this alternative will do nothing to alter the present circumstances in the education of adults in the province. We have already referred to the fact that in terms of equity, the present system of adult education is characterized by the same circumstances as those obtained in the education of children before the passage of the compulsory finance and attendance laws at the end of the last century. At that time the children of well-to-do received privately the education for which their parents could pay. The children of the less well-to-do received some forms of "collectively provided" education, and the children of the poor received little or nothing. Much of this pattern is to be found in current adult education and despite substantial growth in the total of adult education in recent years, the balance of participation has not changed much (Carp, Peterson and Roelfs, 1974; Johnstone and Rivera, 1965; Lehtonen and Tuomisto, 1975; Audrey Thomas, 1976; Waniewicz, 1976). The argument is more clearly supported by the recent study by Davie, Davie, MacKeracher and Ironside (1978) where the review of adult educational need studies indicated a very high relationship between low educational achievement originally, low participation by adults in any form of education low occupational status, and low income. In all these cases it is clear that those already better off are utilizing the bulk of adult education resources, both public and private, while those less privileged use few if any of those resources, despite the fact that they contribute to their costs through taxation. Even in European countries, where resources for adult education are more plentiful, recent evidence suggests the same imbalance in participation applies.[1] While a redeployment of elementary/secondary resources may not alter these patterns of participation, it is clear that they are not likely to be altered if mere market principles continue to dominate the activities.

(2) The second alternative is to encourage the elementary/secondary system to increase its activities with respect to adults along the lines

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[1] "Participation takes place relatively most among those whom one would imagine least require additional training and relatively least among those for whom learning would seem essential." Lehtonen and Tuomisto, 1975, p. 13.

of present development. There is evidence that the Ministry of Education is willing to support a moderate increase of these types of activity now categorized as "continuing education" and there is evidence of considerable potential for boards of education in fulfilling what the law now requires them to fulfill (Thomas, Farrell, Holland, Keating, and Macleod, 1978). Quinlan (1971) indicates a large number of under-educated women have taken courses from school boards in Ontario and beyond. Further, those adults who have not finished secondary school tend to look first to the local board of education for educational resources. In a sense, the board of education is felt to be "their" agency in the way a university or college graduate feels the university or college is his or her agency and is therefore considered most likely to offer the experiences and credentials sought. Johnstone and Rivera (1965) concluded that if the local board did not offer a program, the individual without a high school leaving certificate or other education would look no further. The latter point is significant since it suggests that similar courses offered by educational agencies of different levels are not in fact competing with each other even in the same town or neighbourhood, but are actually perceived as acceptable by quite different clientele. The participation by local educational authorities reported by Charnley (1975) tends to support the argument for increased activity by boards of education, and the slowly emerging outline of services which they best can supply for adults.

While the evidence suggests that the under-educated do not reach higher than the most recent educational agency attended, other evidence indicates that highly educated are likely to reach "down" or at least they are likely to be more discriminating about variations in choice provided by the entire educational system. The university graduate is found in increasing numbers taking part in various technical and manual courses provided by the elementary/secondary system because the resources to provide such courses are confined in that system, with the addition of such resources now to be found in the colleges. Hawkins (1976), for example, reports an increasing demand by middle and upper levels of the educated for access to educational resources concentrated in the secondary system. This is further supported by Richardson (1974) who reports a surprising number of adults in the 1970's in the United States, with

Grade 9, 10, 11 completion participating in adult basic education programs (designed to aid achievement of eighth grade equivalency). There is no comparable Canadian documentation, but if it represents a common phenomenon of unused educational achievements withering away, then there is no reason to believe it will not happen here if it hasn't already.

However, to proceed with this alternative will necessitate that the Ministry either increase its grants for "continuing education", which it cannot do without increasing entire grants to local boards (the opposite to its present declared policy), or by reducing even faster the grants for the child and youth centered programs. Alternately, the boards will have to find revenue for increased adult education programs either from increased local taxes (perhaps a more promising alternative than the conventional wisdom at present is willing to support), or by means of charging higher tuition fees -- an act that will do nothing to modify the present socioeconomic and educational patterns of adult participation in education which we have already described.

What is of greater importance, is that this alternative is likely to increase the competition among existing agencies, principally local boards and the colleges of applied arts and technology, for the same population of adult students. In terms of its preference as an educational agency by adults wishing to participate in continuing education, the role of the colleges is not yet clear. As new agencies without substantial bodies of their own graduates and without clear impressions of inclusiveness or exclusiveness, it is likely that the colleges may provide more competition for local boards than might seem apparent. There will certainly be competition for the better educated adults who are looking for resources in the technical areas which universities do not provide but which both colleges and secondary schools do. Evidence from all western countries suggests that there is an educationally mobilized population reaching close to half the adult population which could be competed for under various circumstances by all the educational agencies in the society. While some competition is undoubtedly healthy, even for educational agencies, we can argue that a form of Gresham's law will apply, and that large sections of people and large areas of interest are likely to remain without educational service of any kind. Therefore, this second alternative of the maintenance of divisions among systems as they are, and some redeployment of personnel within them so as to attract larger numbers of definable populations, is likely to be the most tempting, and at the same

time, to be the least productive and humane (Ontario Secondary School Teachers' Federation, 1977).

(3) The third alternative, that of integration, will preoccupy the balance of this report. To a degree, the strategies outlined could be and probably will be utilized in the adoption of either of the other two alternatives, since all three involve greater responses in the direction of the offering of educational service for adults. Nevertheless those strategies will not make even conceptual sense unless they are seen in the context of an integrated system.

TERMINOLOGY AND DEFINITIONS

In order to elaborate the concept of integration we will be drawing heavily on literature that has been developed by international agencies in recent years, principally UNESCO and the Organization for Economic Cooperation and Development (e.g. Dave, 1976; Faure, 1973; Lengrand, 1970; OECD, 1973, 1974, 1975, 1976; Educational Facilities Laboratories, 1974; U.I.A., 1976; UNESCO, 1977). In order to make use of this and other material, some drawn from Ontario, it is necessary to produce a brief glossary of terms. It is not uncommon in fields of growing importance and interest to find an abundance of terms, some struggling with each other for prominence. Such has been the case during the past decade in adult/continuing education. In such circumstances a degree of arbitrariness in use and designation is both proper and unavoidable. As long as the use is consistent, and the assignment of meaning not so arbitrary as to run opposite to generally accepted usage, one is required to select one or two terms and use them in preference to others.

The main terms currently in use in the western world, in English are:

> Lifelong Education (Dave, 1976:11) - "...lifelong education, which includes formal, non-formal and informal patterns of learning throughout the life cycle of an individual for the conscious and continuous enhancement of the quality of life, his own and that of his society."

Formal Education (Faure, 1973:187) - "The closed systems tend to be selective and competitive, depending primarily on standards set within the system to determine those who will and those who will not be allowed to study, and at what ages... At the closed, selective and competitive end of the scale is traditionally structured, formal education."

Informal Education (Faure, 1973:5) - "They learned by doing...Education was thus 'informal'; every adult was a teacher to a greater or lesser degree."

Adult Education (UNESCO, 1976) - "The term 'adult education" denotes the entire body of organized educational processes, whatever the content, level and method, whether formal or otherwise, whether they prolong or replace initial education in schools, colleges and universities as well as in apprenticeship, whereby persons regarded as adult by the society to which they belong develop their abilities, enrich their knowledge, improve their technical or professional qualifications or turn them in a new direction and bring about changes in their attitudes or behaviour in the twofold perspective of full personal development and participation in balanced and independent social, economic and cultural development."

Continuing Education (Statistics Canada, 1974:11) - "A process in which adults undertake learning activities with the intent of effecting changes in knowledge, skills, and attitudes to meet personal, occupational, or community needs."

Recurrent Education (Levine, 1977:2) - "Recurrent education is a comprehensive educational strategy for post-compulsory education, the essential characteristic of which is the distribution of education over the total life span of the individual in a recurring way, i.e., in alternation with other activities, principally with work, but also with nonemployment and retirement."

All of these are in current use, sometimes as is the case with the OECD and "recurrent education", terms are associated with specific agencies and fields of thought and endeavour. However, for our purposes, we will choose three, provide our own definition, and try to use them consistently. The preferred three are:

Lifelong Learning (or learning) - that capacity for growth or change which persists in all human organisms throughout an entire life span to different degrees of intensity. (As little as forty years ago we might have had to offer argument for the existence of adult learning. Acceptance of that potential is now widespread both theoretically and popularly.)

Adult Education - that segment or those segments of a system of continuing education, exclusively or predominantly preoccupied with adults, for example, military training.

Continuing Education - "includes formal, non-formal and informal patterns of learning throughout the life cycle of an individual for the conscious and continuous enhancement of the quality of life, his own and that of his society." (Dave, 1976, p. 11)

The luxuriance of vocabularly is reflective both of a field enjoying a period of rapid growth, and also of the fact that the arena of adult education is open to any individual or group that can attract students (in contrast to public education for the young which has few agencies involved and has a highly centralized control).

DIMENSIONS OF AN INTEGRATED SYSTEM

There are two dimensions to the "integration" of existing educational systems. One is of a horizontal nature which involves the compatibility of the opportunities in the educational systems with the other roles individuals must carry out. The absence of such horizontal integration leads to problems of relating education and employment. So long as some aspects of an educational system require the "full time" of the student in an environment that is separated from other social environments there remains a problem in that many individuals cannot take advantage of the educational opportunities. In societies in which the bulk of the education has been concentrated on the young with a life cycle of education-work-retirement, the relationship of education and work has been viewed as a problem of vertical progression. In contemporary western, post-industrial societies, with the need for constant retraining, the life cycle has become one of education-work-education-work, etc., which results, then, in a problem of horizontal integration. A recent proposal from the OSSTF for involving the secondary school system in apprenticeship programs is one example of such an attempt to provide more effective horizontal integration. Systems of "day release", long practiced in Great Britain, represent others. "Paid educational leave", a radical introduction of educational activity into the lives of employed adults, now is practiced on a wide scale by France, Sweden, and Germany (Charnley, 1975) and is receiving a good deal of official attention in Canada is another (Munro, 1977). One might observe that the introduction of such a concept into Canada within the next decade will have at least as radical an effect on education and society as did the introduction of compulsory education for children towards the end of the last century. In this report, we will pay less direct attention to "horizontal" integration than to the other dimension, "vertical", except to note at the outset, that any system able to cater to adults of all ages

must provide for a very high order of horizontal integration, since it must provide for a multitude of opportunities for entry, exit and re-entry.

The second dimension is, of course, the "vertical" dimension. In this case we are interested in the compatibility of the relationships between various levels of educational activity and the associated institutions. How easily, and to what purpose, can individuals move from one level and one set of agencies to another? The Interface Studies (Russell, 1976) and the circumstances giving rise to them are examples of many of the present difficulties associated with vertical integration. We have already drawn attention to the fact that provincial policy in the sixties allowed for the development of parallel systems of education, with a major watershed between the elementary/secondary and post-secondary systems. While this was intended to allow for greater horizontal integration, since entry to the post-secondary system was not dependent upon success in the elementary/secondary system (due to the mature admissions clause), nevertheless the failure at that time to distinguish between educational achievement and appropriate ages of participation was critical. It is to distinctions of this kind that this report will direct its efforts. It is important to point out, however, that integration can and must be seen from several different viewpoints, particularly once the phase of voluntary participation is reached. What appears to be "integrated" from the point of view of the administrator may in fact be seen as an absence of opportunity by the potential learner. For example, if people choose agencies first and programs second, and if their choices are related to past educational achievement (see p. 13 of this report), then similar courses, offered by agencies at different levels of educational achievement, are visible to quite different populations, and therefore are not in competition with each other. If the overall goal of an educational system is to make educational opportunity available to as many individuals as possible within reasonable cost, then "integration" must be considered as it appears to the potential learner.[1]

Before examining the consequences of integration from the point of view of finance, administration, selection and training of personnel, as the Commission specifically requested, it is important to examine two conceptual bases for integrated systems of education.

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[1] See Dave, Foundations of Lifelong Education, 1976 for extended discussion of vertical and horizontal integration. The importance of this treatment is partly due to the fact that it is the first extended treatment by educators whose primary experience has been with the education of the young. Most other writing on lifelong learning has been produced by adult educators and did little for any kind of conceptual or working integration.

CONCEPTUAL BASES FOR AN INTEGRATED SYSTEM

The first conceptual base can be drawn from accepting "learning" as a foundation, as recommended by the UNESCO report, Learning To Be (Faure, 1973). To do so is to accept the fact that learning is a natural human drive potentially available to the individual and society throughout the life span. It was perhaps the introduction of compulsory child centered educational systems, and the inordinate hopes associated with those systems that obscured for a brief period the universality of the potential for learning at any age. Canada's experience as an immigrant society is sufficient to ignore any diminution of the significance of learning outside of the period of childhood. Recently with concerns expressed around such phenomena as "information explosions", rapid technical change, redundance of learned skills, and the like, the situation has nearly reversed itself with a new and perhaps equally inordinate range of hopes being attached to the capacity of adults as learners. One additional factor that perhaps needs to be emphasized is that in our opinion the concept of learning is only sensible and coherent when attached to individuals. Groups may change, as do organizations, but to use the word "learning" to describe such changes so distorts the meaning of the word as to render it useless, in our opinion.

Therefore, learning is the capacity of an individual to alter his or her behaviour, subject to certain conditions, throughout the entire life span.

All individuals have needs which reflect certain unattained goals or objectives (Erikson, 1963, 1968; Maslow, 1970, 1973). The concept of "need" or drives or related phenomena is one of the oldest and most persistent of developmental psychology. In recent years it has become much more familiar to extend the examination and classification of these needs and the means of satisfying them into the entire life span instead of concentrating on the examination of needs exclusively in the young.

In some cases the satisfaction of the need can only be reached by acquiring new behaviour, that is by learning something in a systematic way. The means by which this decision occurs, the procedures which the individual may follow, have become only recently an area of study. We do seem to know that the likelihood of perceiving a need as associated with learning does seem to be related to previous experiences with learning and with education, though the exact relationship remains unclear. Once the individual has identified the need as a learning need and becomes a learner, he or she may go about

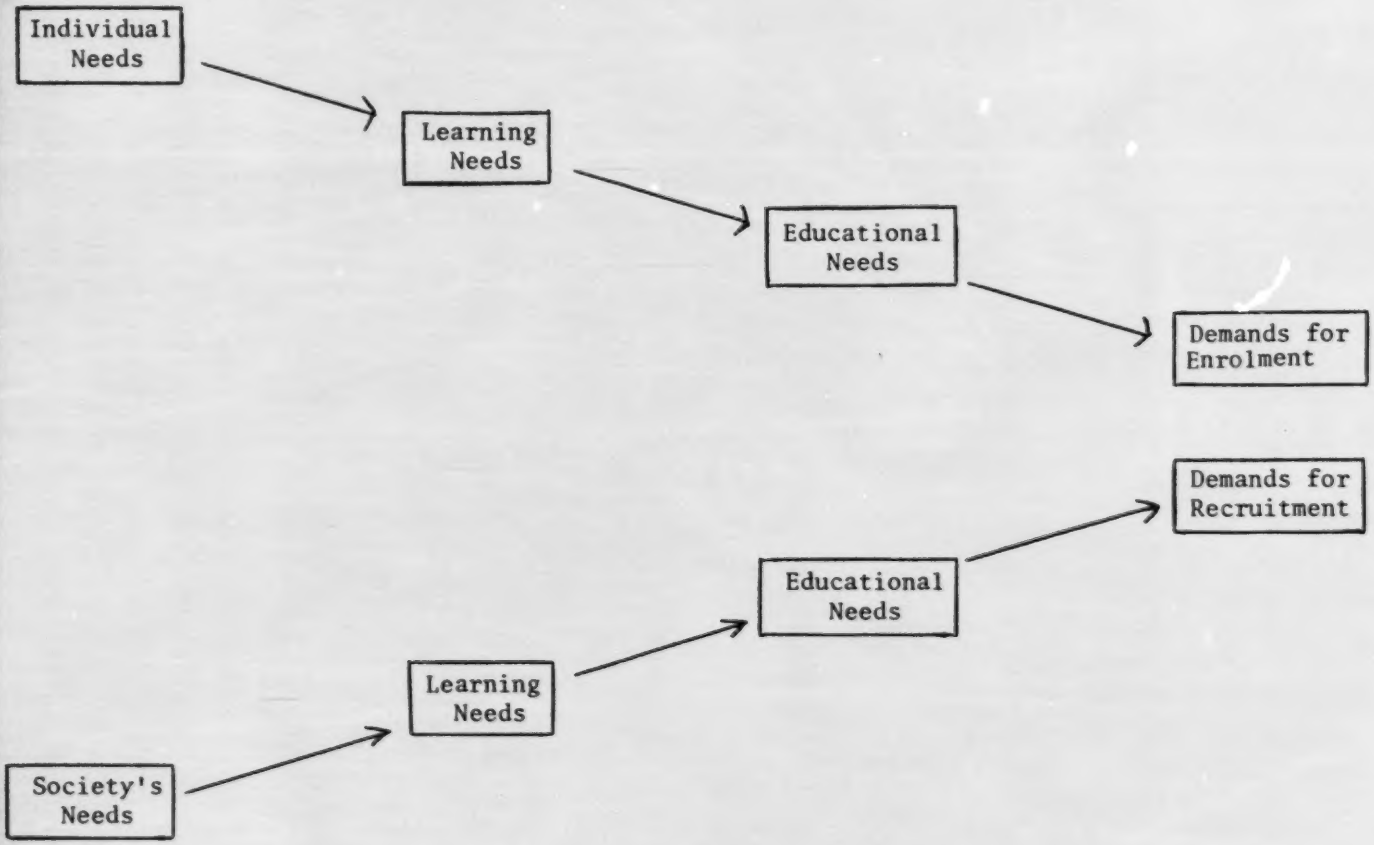
the learning in a great variety of ways. The tasks may be entirely self-designed. The examination of self-directed learning, led by the work of Allen Tough (1968, 1971) has been an area of substantial investigation in recent years (Tough, 1978; Griffin, 1977; Fair, 1975; Farquharson, 1975; McCatty, 1974; Morris, 1977; Penland, 1977). It is clear that substantial numbers of people are engaged in pursuing learning goals in a systematic way in both industrial and developing societies (Field, 1977; Armstrong, 1971; Denys, 1975). As well as revealing the amount of energy devoted to learning in the society entirely outside of the formal educational system, the discoveries raise some interesting questions about the nature of learning itself, about freedom to learn, and about the function of such non-directive learning resources as museums, art galleries, libraries and the like. However, once having identified himself or herself as a learner, the individual may see the task as an "educational" task associated with some degree of authority, formal expertise, and finally with certification of some kind. This may lead him/her to seek to register in some formal educational agency. At this stage the learner becomes a student and emerges into the visibility of all the financial, administrative, and pedagogical concerns that characterize our educational systems. That these decisions take place as described seems obvious; how or why they do remains inscrutable.

The other aspect of this schemata lies in the social response to the potential of learning that exists in any society. All societies have "needs" as unrealized goals. They may be simple needs for survival, or they may be of the much more complex sort which are associated with "quality of life" and the like. These needs and their attempted resolution are expressed through the political system which the society employs. There is considerable competition to define what the needs are, and then to win the right to provide solutions to them. Some of these needs can be and are defined as learning needs. That is to say, they can only be reduced if substantial numbers of the population acquire certain skills or knowledge. A major and classic example is the campaign for compulsory education, in which it was argued that fundamental needs of the society, such as protection of property, respect for law and order, cultural identity, economic development, and lastly individual development could only be achieved if a specific group in the society, namely the children, were required to learn specific skills, attitudes and knowledge. Gordon (1957) has argued that industrial growth in Canada could only be maintained by intervening in the development of industrial skills among adults. That is to say that unemployment

would be much more a matter of the absence of trained abilities than it would be a matter of a shortage of investment or of raw materials. This view obtained from about 1950 until 1970 when new factors emerged as determinants in the economic order. For that period (1960-1970) one social need was defined as the need to provide learning opportunities for other than children and youth, the result being the various "manpower plans". A consequence of deciding that a need is a learning need is to create the means of encouraging access to such learning. At that stage, arguments appear that are related largely to problems of horizontal integration. Shall the training be left to the private sector alone, to the private sector with suitable encouragement, to the private sector in the form of proprietary schools (Charnley, 1975), or shall it be accomplished through public endeavour and through formal educational means? To decide it should be done through formal educational means, either publicly, as in the creation of colleges of applied arts and technology, or privately, through large private technical institutes, is to make the next decision and as a result difine a learning need as an educational need. The desirability of forms of certification, which are designed to protect both the individual and the public from misrepresentation is a large factor in making this decision. The result in this case, paralleling the nature of the decision taken by individuals, is that the need is to be satisfied by the introducrion of thousands of students into highly formal agencies. By and large that is precisely the pattern of educational decision making that characterized Ontario for the two decades between 1950 and 1970. Recently, because of the expense of the results of those decisions, there has been some retreat to the previous decision level, that is to see if the needs can be met by maximizing the potential for learning in less formal ways. Recent discussion of new programs of employer centered training are examples of such intentions.

What the relationship is between social and individual decisions in the proposed Learning and Educational Needs model is not clear, though it is clear that the reciprocal influence is complex. The introduction of new educational resources into a society, such as the development of the colleges of applied arts and technology, clearly stimulated some adults to translate learning needs already identified into educational needs, and to seek inclusion in the colleges, when they might have met their needs in other ways. It is also apparent, though, that the mere introduction of new educational resources does not have much effect on individuals identifying needs as learning needs in the first place. Thus the evidence of Audrey Thomas (1976)

LEARNING AND EDUCATIONAL NEEDS MODEL



See Thomas, Alan M. Funny things happen on the way to Parnassus. In G. McDiarmid (ed.) From quantitative to qualitative changes in Ontario education: A festschrift for R.W.B. Jackson. Toronto, Ont.: Ontario Institute for Studies in Education, 1975.

that even after the greatest educational "binge" in our history there still are five million functionally illiterate adults in Canada. The evidence that the less well educated seem to utilize all educational resources less than others is documented in all systematic studies of participation. In this context, however, it may be that the introduction of those particular post-secondary resources contributed little to that portion of the population, and that vastly increased activity by school boards, rather than a reduction of the sort that occurred in 1966, might have made a distinct difference.

The second conceptual base is related to learning goals. Historically, because they have been preoccupied with the young, boards of education and elementary and secondary systems have been devoted to the development of basic skills in individuals. One might borrow a term from adult education and call them "life skills". Another way to describe them is as the "languages of learning". Reading and writing, mathematics, music, art, and civics can be said to be the fundamental languages in which "literacy" is required for all further learning. To varying degrees the secondary system attempts to establish the utilization of this literacy in specialized studies such as literature, algebra, geometry, various sciences and the like. The point is that it has been the task of the elementary/secondary system to establish the foundations of future learning through such literacy. Historically, the need to engage in such effort has been associated with the young, the assumption being that if such literacy was not acquired during that period, it was either impossible or unnecessary to acquire it at later stages. The association between the accomplishment of such basic skills and age is the association which must be broken if the elementary/secondary system is to find a reasonable future. The considerable difficulty in breaking that association is reflected in evidence from both Canada and the United States. Plans to alter extrance standards discussed by the Council of Ontario Universities reveal clearly that if they have to choose between students of different ages and different kinds of students in the same age they will choose the latter. Reports on studies of declining enrolments from the United States (Declining Enrollment, 1976; Florio, 1976; Committee on Declining Enrollments, 1978) reveal equally clearly that boards would rather provide all sorts of other para-educational services for children rather than provide educational services to other age groups.

As our society has grown more complex, it has become apparent that not only are there many adults of varying ages who have not accomplished such fundamental literacy, but also that the definition of basic literacy is being altered. For example, in a society in which basic information of a nature necessary to maintain any degree of active citizenship is derived increasingly from radio and television, principal dependence on print literacy (as distinct from literacy in the spoken word, music, design, movement, etc.) is no longer tenable. If we were to establish an elementary literacy in speech and music as being as essential to citizenship as reading and writing we would identify a range of illiteracy far beyond that cited for those without fundamental skills in reading and writing. It can be argued that the elementary/secondary system, as well as addressing print literacy ought to be providing other opportunities for non-print literacy for adults. The fact that many university graduates turn to the elementary/secondary system to remedy a brand of vocational or technical illiteracy in the handling of various kinds of machinery is a case in point.

From this point of view the elementary/secondary system can define its task in terms of the provision of opportunity to accomplish identifiable educational goals of an elementary/secondary nature, regardless of the age of those seeking to achieve those goals. While some of those seeking those goals would be obliged to do so through compulsory attendance laws related to age, an increasing number would be voluntary participants attending through their own choice. This latter fact is the single most important matter in estimating the changes that would have to occur in the administration, financing, planning and staffing of the elementary/secondary system.

Such a development would allow the elementary/secondary system to retain a basic educational definition for its activities, while extending them to other groups in the population. In the past the tendency has been to confine the educational goals largely to activities with the young, extend them only in a desultory fashion to other age groups, and become involved with all sorts of semi-educational goals when dealing with the main body of the community.

There is no question that depending upon the breadth of the definition of literacy, there are many, many adults in this society who are

illiterate. While extending the definition of literacy could bring into the activities of the newly conceived system a range of adults who are highly literate in some areas and illiterate in others, it is also true that about a third of our adult population appears to be illiterate in most of the skill areas defined.

One can only suspect that this group of adults is the same group to be found in the "outer economy" (Bengtsson, 1977) and that no society can tolerate so large a group that appears to benefit from so few of the social advantages available. It also appears to be true (Davie et al., 1978) that those individuals with low levels of literacy are also those who are less mobile and older, and are likely to indicate that a neighbourhood school is an acceptable location for their participation in educational activities.

ADMINISTRATION

We have observed earlier that two outstanding characteristics of the elementary/secondary system have been predictability and dependability. Compulsory attendance, based on age and proximity, has provided for those characteristics and has been the basis for all other financial, personnel, and institutional practice. To move in the direction suggested by this report will require the loosening of expectations about predictability and dependability. Any examination of administrative phenomena in adult education where participation is fundamentally voluntary, both on the part of students and teaching agencies, indicates that new dimensions of unpredictable and undependable variables must be faced. Participation must be actively sought, appropriate schedules and settings must be provided, information must be widely available outside the school building, and a variety of sources of revenue must be encouraged simultaneously. These are only some of the variables, but it is our contention that it will be the willingness and opportunity to learn how to deal with the disappearance of predictability and dependability that will be the major factor in any successful transition to the new dimensions recommended.

There are two aspects of administration in considering the elementary/secondary system, one of which is unique. There is no other system of education in Canada that is now or will be dealing with adults that has direct political responsibilities as do boards of education. Other

than some slight evidence from the United States, we know of no comparable experience in the relationship of adult education and politics. So far there appears to have been little political recognition of the extent of school board participation in adult education. We know of no major example of an election campaign having been conducted on the value, or lack of it, of the adult education program of the local board. There are signs that this may change, though the consequences remain unexplored. One aspect of such consequences is that for the first time adult citizens will be voting for their own educational opportunities as well as for the opportunities of others, mainly their children and the children of others. With the decline in numbers of children, it will mean that citizens will be voting not in reference to the education of their own children, but in reference to the education of the children of others. It could make a substantial difference if individual voters were to perceive opportunities for themselves increasing over the next decade. With the ceilings on expenditures lifted boards have more freedom than before in terms of their own community activities. However, this freedom is undoubtedly tempered by the reduction of provincial support for existing programs for the young. The maintenance of the status quo with respect to service for adults is not likely to have much positive effect on that situation, but renewed efforts in services for adults may benefit both. What remains to be tested is what will citizens do when required or given the opportunity to vote and pay for their own education as well as that of their children. Obviously a good deal depends on what that education is, and how clearly they perceive that it is of actual or potential benefit to them.

Another way of stating this aspect is to point out that if school boards increase their participation in adult education substantially, they will be the only major adult education agencies with the power to tax. The implications of such a unique circumstance are not at all clear, but there is an historic democratic tradition in adult education in Canada that argues for the need to place the power to determine the nature of the program in the hands of the learner. While it remains untested, the emergence of a community-defined training organization controlled and financed by students, actual or potential, would seem an important approximation of that ideal.

This moves us to the other order of administrative problems associated with voluntary participation. The administrative factors most likely to be brought into prominence by an increase in adult voluntary students are as follows:

(1) Discipline: There is little record of problems of discipline with adult students. In some circumstances there may be problems of motivation (Kidd, 1973). These are more likely to affect the teacher/student relationship than to present themselves at an administrative level. Therefore, in this area it is the relationship between teacher and administrator that is critical rather than between administrator and student.

(2) Scheduling: Most of the adult students will be part-time students, though there is probably a bigger potential for full-time than is often appreciated. Scheduling has to be examined in terms of length of programs, the time of night or day, frequency of offerings, time of year, and the offering of related subjects (Dickinson, 1973; Waniewicz, 1976). Administrators and teachers need to be aware that students have their plans, which often are not the same as the teachers or program planners, and that since they are voluntary students, attention has to be paid to those plans.

(3) Information: For obvious reasons, the elementary/secondary system has acquired few skills in this area. Highly complicated information is to be found inside the school, particularly in the higher grades where there are choices, but information provided outside is primitive. This is a whole new area of administrative concern which cannot be left for someone's spare time. It has important budgetary consequences.

The matter of how adults make choices with respect to undertaking educational activities is one of confusion and speculation. In general it would appear that the primary choice is whether they can imagine themselves fulfilling the role of students as an adult. About half the adult population appears to be able to do this (Waniewicz, 1976) and for them it is a matter of choosing the institution they think will meet their needs, and secondly, choosing a program within that institution. The fact that adults seem to choose to attend again the institution with which they have had the most recent educational experience is of great significance to educational administrators and planners. Each institution, for example, school boards or university, has a potential clientele that is more likely to be attentive to their offerings (Johnstone and Rivera, 1965; Waniewicz, 1976). The introduction of whole new groups of institutions such as the colleges of applied arts and technology shakes these habits somewhat, though it appears that the pattern is already beginning to re-establish itself (Waniewicz, 1976). Nevertheless evidence indicates that school boards in each community have a potential clientele that may be relatively easy to reach.

However those adults who do not easily envision themselves as students are more difficult to reach. This group is also the group that appears to have the greatest need for precisely those services that can best be supplied by school boards, i.e., opportunities leading to basic literacy. This group is made up of those who have not succeeded in their early school years, who have left school before the completion of elementary or secondary school, and who do not appear to seek further educational opportunity. In recent years, to some degree, this group have been reached through programs operated by the province or Canada Manpower (Brooke, 1973), though since 1966 these have been lodged almost exclusively in community colleges. However, members of this group find it difficult to imagine themselves as both adults and students, and require special treatment with respect to information. In fact they must be persuaded and informed before they enter the school. Educators in the elementary/secondary system have never had to develop skills around such persuasion. What is required seems to be some combination of counselling and information (Ironside and Jacobs, 1977) of the sort provided in the 1960's by the

counselling centre created by the Toronto Board of Education (Strong, 1977). Evidence from basic education programs in the 1960's and before suggested that individuals in this group were overwhelmingly influenced by word of mouth information and persuasion from friends, relatives and other students. The combination of low literacy skills and low mobility would seem to confirm such a dependence. Recently, however, new evidence from the United States has suggested a greater dependence upon impersonal media (Richardson and Nyer, 1974; Boggs, Buss and Yarnell, 1978). Other documentation associated with those new studies suggests the growth of a new clientele for basic education, perhaps a clientele that has lost skills in literacy through employment that did not make substantial use of those skills.

The main point of this elaboration is simply to suggest that one of the major areas of alteration in administrative practice among formal educators in the elementary/secondary system, if they are to accommodate larger numbers of adults, must be increased skills in the handling of information and persuasions. Among the habits associated with predictability and stability, these may be the hardest to alter.

STAFF SELECTION AND TRAINING

It is almost impossible to generate a very widely applicable list of the desirable characteristics of teachers of adults. That teaching adults differs from teaching children is undeniable (Kidd, 1973) yet significant differences in the teaching challenge depend as much on the differences in content, purpose, and setting as they do on age. A glance at a secondary school swimming coach instructing members of the swim team suggests a great deal of similarity with much of adult education, particularly when it is a physical skill being learned. Learners are voluntary in each case, the goals are evident and immediate, the group is small, and personal relationships are pervasive and intense. In contrast, some classes in the armed services, where participants are undeniably adult, seem indistinguishable in atmosphere, conduct and result from a class in a secondary school.

The vast bulk of instruction in adult education has been undertaken, and probably still is, by individuals with little or no formal training in teaching of any kind. The freedom to learn must have the attendant

freedom to teach, and teaching adults has required no more than inclination and opportunity. The congruence of the urge to teach and the voluntary urge to learn, without doubt, accounts for the frequency with which it is reported that success in adult teaching bears little relationship to any formal training. However, once extended programs of certification and more complex objectives are introduced it is likely that more demand for formal skill will be placed on teachers of adults. Draper and Keating (1978) and a study undertaken by OACE (Dean and Lawler, 1977) indicate that many individuals trained as teachers in the elementary/secondary system make the transition to teaching adults with little formal assistance. However, those same individuals also report that teaching adults is distinct from teaching youth and that they would have liked assistance. Further, we have little or not objective evidence of how successful they are.

In order to understand some of the characteristics of teachers of adults it is useful to examine some of the characteristics of adult teaching. By far, most of the teaching of adults is done by "part-time teachers". Some of these teachers are teachers in other educational sectors, particularly in universities and colleges. Many are not, but rather are individuals who are simply sharing their knowledge or skills in areas of their interest. Again, most of these teachers have had no, or only the briefest exposure to adult teaching preparation. One should also note, however, that the bulk of adult teaching is done outside of the context of examination, extended programs, and certification.

The nature of adult interests, the demands of adult teaching in terms of scheduling and teaching styles, seem to suggest that the incidence of part-time teachers should remain high. Though some particular administrative problems are presented by the effective use of part-time teachers, there is every reason to argue that the inevitable movement towards the development of large full-time staffs in neither necessary or desirable. The integration of full and part-time teachers is an additional problem to be solved. It is apparent that specialized knowledge and skill is spread widely throughout any contemporary post-industrial society. No ordinary school system can hope to synthesize the knowledge possessed by individuals and groups outside the system, even in areas of particular interest to elementary/secondary systems such as basic literacy. As

horizontal integration is increased and the educational system attempts to relate more closely to the world outside it, the need will become more pressing to have access to knowledge and skills developed through usage as distinct from through teaching. While obviously a critical mass of individuals fully responsible for the educational setting must be maintained, it is clear that the use of more and more individuals who are capable of teaching but do not want to be full-time teachers can and must be utilized throughout the entire system. There is considerable experience in the use of such teachers in the adult education sector, particularly that sector of the public school system concerned with adults. It is possible that the increasing use of part-time teachers throughout the entire system would do more to integrate educational systems both horizontally and vertically than any other step. Such a development would require new and different administrative practices, and in particular it would require some novel approaches to providing security for both kinds of teachers, without one offering a threat to the other, as seems to be the case at the present time.

Rather than developing elaborate distinctions between teaching adults and teaching the young, it would be more effective to identify a variety of different teaching circumstances that teachers in the new system might be required to face. From the point of view of the student, some of the advantages of the proposed integration of teaching perspective would be:

- a greater range of ages and experience within a class;
- a greater range of intention, goals and motivations within a class.

Advantages from the teacher's point of view might be:

- a greater range of differences between classes, as teachers get a variety of assignments dealing with different educational goals:
- a greater range of teaching opportunities and times; classes may have to be scheduled throughout an 18 hour day as in most universities and colleges, over a twelve month year and during the summer months.

The skills necessary to realize these advantages can be developed within a carefully planned in-service training program. It ought not be tied to salaries, though some form of record and acknowledgement should be developed. It would be best if such schemes could be designed cooperatively with the teacher organizations.

With respect to new teachers, it would be sensible to begin discussions of the implications of integration with teacher training institutions. A desirable outcome would be that teacher training programs be placed on the basis of "learning" and of lifelong learning so that the teacher training student might adopt the perspective of the entire system from the beginning. In short, adaptation of the elementary/secondary system to the needs of adults means a great deal more concentration on "teaching" and the variety of circumstances under which it can effectively occur, and rather less on the "teacher" as a unified, all inclusive role. This will not be an easy concept to introduce in the presently highly structured elementary/secondary system, but it can contribute to greater employment on varying bases and to the increased horizontal integration of the systems.

BUILDINGS

There is not yet a lot of documentation on the multiple adaptation of school facilities, though there is considerable growth in experience. The community school movement is increasingly devoting schools to new mixtures of purposes (see brief of Toronto Board to CODE). There is also a good deal of impressionistic material regarding the experience either of adults in formal schools, or of other community interests using the schools for non- or semi-educational purposes (Stabler, 1972; Skelhorne, 1975; McIlveen, 1975).

There are two aspects of the utilization of schools that need to be taken into account: their internal characteristics and their locations.

It can hardly be denied that almost all educational facilities in the province are designed to be used by people involved in extended and closed systems to which the buildings themselves provide only the minimum of clues. Anyone walking the campus of a university or college or a large secondary school is inclined to conclude that those settings can only be intended to confuse and alienate the uninitiated. Rows of buildings, like rows of classrooms, with a few specialized exceptions provide neither congeniality nor information about their purposes.

The messages conveyed by the physical accommodation is often matched for the adult by the complexity of printed resources such as calendars and schedules. Neither is designed for an integrated system with many means and conditions of entry and access.

Offices are often difficult to find and forbidding when encountered. Except for formally identified counselling centres, constructive thoughtful advice is often completely unavailable, since the system is designed either for the compulsory or the long-term student who has time to discover the appropriate sources of authority and information. The long-term student also enjoys the support of hundreds of his/her peers who are engaged in the same or similar endeavours. It would not take much in the way of reorganizing the internal and immediate external spaces of these buildings to alter the nature of the experience the casual entrant now encounters. It would, however, require a major change in administrative perspective. We might learn a good deal from those whose careers are devoted to reaching the passerby in shopping centers, museums, and exhibitions.

On the other hand, there is much to recommend the newer school buildings for use by adults. The fact that many of them are built on one or two floors with few steep flights of stairs, and that lighting and interior colour are better and brighter, lends them especially for use by older adults. Many are well-equipped for electronic communication, a greater advantage in dealing with a varied and transitory student population. Many newer buildings have much greater varieties of usable space than did older schools, and small furniture aside, require only minimal adaptation for adult use.

With respect to location, the frequency of the neighbourhood school offers enormous advantage for the educational goals proposed in this report. We have already indicated that the basic population needing the greatest assistance in a variety of literacies is a population that has had the least school experience and is the least mobile. There can be no question that the easily reached local school is potentially the best resource for meeting these needs. It is also the best platform for the kind of active socialization of these learners in which the system must now engage. One would think that the smaller local schools, now faced with closure because of falling numbers of young, are the best vehicles, through various community thrusts, for reaching the designated populations of adults. It is possible that the maximization of such schools as community learning centres might make it possible for more elderly people to remain in their

own homes and independent of expensive institutional care. A combination of such a community learning program with the new community help program being inaugurated by the Toronto Board of Education (see Toronto Board's brief to CODE) is an attractive and stimulating idea.

TEACHING STYLES

Teaching is defined as the organization of an environment in which specific learning can occur. This definition allows the inclusion of all factors which may affect that learning environment, including roles usually associated with administration. One of the first observations to be made about the education of adults when examined for systematic characteristics is that the division between teaching and administration so common to the formal elementary/secondary system is not so clearly evident, nor so possible. Discussions of adult learning indicate that all aspects of the adult's life are germane to the experience encountered in the learning situations. One of the major observations of adult basic education in the United States in the decade of the sixties was that the most successful classes tended to be those where the teacher had recruited the students himself or herself. Presumably, the act of recruiting, which is usually assumed to be an administrative rather than a teaching matter, established a realationship between teacher and student that contributed powerfully to the positive outcome of the educational enterprise. We are reminded of the example of the swimming coach in the secondary school who, to a large extent, is both able to and required to recruit his own best performers.

Teaching adults requires, therefore, not merely admitting, but welcoming more factors into the teaching situation than are normally considered necessary. Elementaty school teachers trained to work with younger children in more flexible situations seem to be better able to take account of the experience of the learner than do secondary school teachers. The evidence is that teaching adults must be a more cooperative undertaking than is normally assumed to the true of the educational process (Draper and Keating, 1978). The cooperative relationship must extend to the establishment of goals as well as the means of achieving them. One age-related factor in the educational situation is that an older individual has spent more time learning than has a younger one and the habits of how best to learn are more deeply engrained. It is precisely because work with adults has been more extensive and concentrated in recent years that we have begun to understand that just as there are styles and methods of teaching, so are there styles and methods of learning which individuals have developed for themselves.

Therefore, if one were to single out the most critical of all aspects of "teaching style" when working with adults, it would be the need to be sensitive to and able to work with the learning styles that each student will bring to the educational endeavour. Any cursory examination of what is known about adult learning indicates that the individual's confidence in his or her learning style in dealing with a variety of learning goals is absolutely essential to success of any kind. It would appear that sensitivity to this fact exists in the early grades of formal schooling and gradually declines as the student climbs upwards. Perhaps the schools believe that it is their task to teach styles of learning, at least indirectly, and that they are largely successful doing so to the extent that they can assume general uniformity in that respect in the higher grades. Even if that is true, it is not the case with the majority of adults encountered in adult education, and it is particularly not true of those for whom basic education is the most lacking. Perhaps it is precisely this lack that has made their further encounters with the educational system so unlikely. What must be made clear is that it is this area of teaching style, and, therefore, learning style that the automatic extension of what the schools now do for the young in terms of method is impossible. While the goals of achievement of basic literacy are the same, and in our opinion can be extended by the elementary/secondary system to new populations, the methods of approach cannot be so extended. To reach those populations before they decide to re-expose themselves to the schools and to reach them even after they have presented themselves requires a more responsive, more reciprocal attitude than seems evident at present except in the very junior grades and in some of the extracurricular activities in which schools engage.

That these skills can be acquired is evident from the experience of those teachers that have made the transition to teaching adults. It would appear that elementary school teachers make it rather more easily than secondary school teachers, though one must be careful with such generalizations. The question really determines itself on the grounds of how badly the elementary/secondary system wishes to provide services to adults who can, if they are unsatisfied, simply withdraw. The best way in our opinion is to examine the experience of those teachers who have made the transition, including their motivation for doing so, and to extend their influence and experience to teachers who have not yet done so.

FINANCE

The nature of the field of adult education is such that it involves an enormous range of both participants and providers of services. A large enterprise (whose primary purpose is something other than education) may suddenly identify a need as a learning need and cast about for training resources. Some of those resources it may create itself, and some it will purchase from outside agencies (Ontario Institute for Studies in Education, 1978). On the other hand, an individual may suddenly identify a learning need and pursue an educational route for meeting it. For these reasons sponsors are variable, as are the methods of finance. Such methods range from the costs being met entirely by the corporate body to the individual paying the entire tuition cost. Between those two extremes exists a wide range of patterns, such as institutions providing facilities while participants pay instructional costs.

With regard to funding for adult education in school systems, however, the Ministry of Education is the primary funding agency at this time. One could go further and state that the primary relationship of the local school boards to the Ministry in the area of adult education is almost exclusively financial. A local school board trustee recently complained that she had never been able to find anyone at the Ministry who was responsible for continuing education or anyone who was even really knowledgeable about it. monies expended on continuing education must constitute the largest amount of "unsupervised" funds handled by the Ministry. That circumstance probably accounts for the Minister's intervention in 1976 which froze the funds until an acceptable definition of continuing education could be agreed upon. The fundamental lack of leadership has undeniably led to a great variety of "imaginative" uses of the funds. To cast this state of affairs in a positive light, it could be observed that what now appears to be a lack of leadership might simply reflect the Ministry's inclination to avoid the centralized direction and control which characterizes its other relationships with boards. Further, the administrative policies of the Ministry which are expressed only in financial terms might indicate a recognition that policies suitable to the education of the young are not suitable in the education of adults.

It is impossible to imagine that if and when expenditures in this area increase the Ministry will not be compelled to assume a new role which will involve more active direction. Such deliberate direction should

be undertaken now so that the resources of capable and informed leadership are available as local boards need them.

An examination of the current fiscal policies of the Ministry for continuing education indicates there may be several areas in which coordinated changes might be beneficial. First, the basing of the percentages on the regular physical presence of an individual clearly makes it impossible for boards to venture into methods of providing educational services other than through regular classroom sessions. Secondly, the consolidation of summer school, formal programs and interest courses makes it impossible to develop rational policies for the meeting of adult needs. In effect the present financial policy reflects the belief that all adult educational needs are of the same value to both the individual and the community. Obviously policy elsewhere in society, where adults are paid to develop basic skills for employment and citizenship, denies the validity of this position. It would seem that adults involved in programs leading to certificates should fall into different public financial support structures than those adults who are pursuing interest courses. No doubt access to basic education for adults should remain within the tradition of "free" education. Boards should be allowed to differentiate between those programs for which "nominal" fees could be charged and those for which "appropriate" fees could be charged.

Although the Ministry is currently the chief source of funds for the financing of adult education in local schools, reliance on this one source of money need not be so exclusive as it is. The Toronto Board of Education, for example, has begun to experiment with finding alternative sources for funds and devising alternative ways of managing and expending those funds through the formation of the Learnxs Foundation[1]. This sort of experimentation may be more widespread than is commonly known at present, but presumably evidences some movement among boards to develop new methods of handling revenue from an increasing variety of sources. There is nothing other than the lack of experience to prevent them from doing so, though there may be some political or ethical issues surrounding the access to private funds by publicly elected bodies which may need to be explored. Those issues aside for the moment,

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[1] Learnxs is an independent foundation which solicits from various funding bodies, public or private, specific dollar amounts for specific educational projects. In general, the projects sponsored are designed to experiment with innovative educational approaches and to form coalitions with other community agencies committed to educational goals. In some projects the Toronto Board of Education supports the work of Learnxs on a matching dollar basis. Routinely the Toronto Board supports the Foundation in the form of goods and services and considerable interest.

such movement on the part of boards to acquire income from various sources will require that administrative staff will have to become more sophisticated in identifying potential sources of revenue and then in accounting for the expenditures.

The underlying issue in all of this discussion, however, may be "Who is willing to pay how much for what?" The determination seems to rest on what society believes is necessary for itself and therefore will meet all costs, such as training in the armed services, as opposed to regarding some other needs as incidental and therefore requiring that an individual or private group meet all or most of the costs. School boards, in general, have maintained a basic equalitarian outlook that adults should not be charged more than nominal fees. This point of view has been supported through provincial support for "continuing education". A study in British Columbia of participants in fee and non-fee courses (Boshier and Baker, 1978) concludes that the presence or absence of a relatively nominal fee does not seem to be a major determinant in participation even among individuals with limited incomes. Data from Waniewicz (1976:164) indicate that the group in need of basic literacy skills is also the group that is the least willing to spend money on education, however. Further, it may also be that this group participates least in political and financial affairs of the community. In order to fulfill what boards will hopefully see as their responsibilities in this area they will have to secure considerable community support, in the sense that adults will need to continue supporting the education of others, though in this case it will be other adults. The boards also will have to find external support, either from the provincial government, from ministries other than the Ministry of Education, or support from the federal government. The new training initiatives being suggested in the province will likely produce a phenomenon in which individuals will be identified as being unable to benefit from training without some further basic education. It can be argued that such basic education can be efficiently supplied by boards working in conjunction with the appropriate employer.

The degree to which boards can effectively offer the services in question, specifically basic literacy programs, as well as other programs, is closely tied to the costs they must absorb in offering the programs. A critical part of those costs is teaching salaries. There are a number of facets to this contentious issue. The OSSTF brief to the Commission argues that certified teachers could be redeployed to teaching adults in the local schools and

provide the service at lower costs than are presently charged by Community colleges. Since boards have traditionally charged lower fees to participants than the colleges have, their argument might hold from the point of view of the participant. The question remains, however, as to whether the cost would be lower to the society (taxes and Ministry grants) in one institution as opposed to the other. What is not clear is whether the needs of adults for education can be met at the same rate of cost as we have been accustomed to in the education of the young.

A careful differentiation needs to be made regarding board programs so that those required for public benefit can be financed and costed differently than those which are now deemed to be of primary advantage to the private individual.

Research emerging on the question now (Draper and Keating, 1978; Richardson and Nyer, 1974) is indicating that those skills traditionally thought to be necessary for certification in the teaching of the young are not necessarily those most effective and helpful when teaching adults. Given that evidence and the mass of field experience which supports that hypothesis, it is important that boards and others in positions of educational leadership approach the development of adult education programs from the point of view of what is in the best interest of the adult participants. It seems clear that at the present moment it would not be in the best interests of adult participants to require that only certified teachers (even with an especially designed adult education certificate) be allowed to aid adults in meeting their learning needs. Those who now teach youth and are motivated to work also with adults should be actively supported in making the transition to the expanded roles required in teaching adult voluntary students. Evidence from Draper and Keating (1978) reflects that many teachers do make the transition well and with notable satisfaction for themselves.

It is not a minor point, but neither is it the central issue, that if boards were suddenly to have to pay daytime salaries in all adult education programs the result could be to drive those programs out of the realm of board services altogether since boards likely would be unable to afford to finance them under the current financial structures. Again, the central issues revolve around (a) who possesses the teaching skills to support adult programs and (b) what costs and for which kinds of adult educational needs is the society willing to pay?

CONCLUSION

The final concern is of course the motive and right of school boards to extend their activities to new populations. In this report we have talked of the methodological and intellectual grounds for boards to establish new functional roles for themselves in an integrated educational system. However, even now, trustees and officials often query the legitimacy of such new roles. An examination of the Education Act (1974) indicates that boards are now required to provide services for adults under twenty-one who have not completed elementary education, and up to seven years of secondary school for those who have completed elementary school and have not completed secondary school regardless of their age. The most superficial examination of participation indicates that few of those entitled take advantage of what the law allows. If they are to do so the boards must design a more active recruiting policy. However, there is nothing in the Act that forbids them from involving wider ranges of adults in programs of the kind described, indeed the assistance provided by the Ministry of Education through continuing education grants would suggest a reasonable support for such efforts. In short, it would appear that the mandate is open, and subject entirely to the political wishes of the community of any particular board. The traditional purpose of the board to provide basic education in its community for the young can be extended to others if the board exercises leadership to do so and if the community agrees to support the board's intent and activities. As we have pointed out, most Ontario boards have provided such services for many years, though they have never been rationalized or central to the board's concern. There seems no evidence at present to insist that Ontario communities will not support the provision of such resources for the entire community, though, as is typical of adult education, there will be considerable variation over time between one board and another. Nevertheless, for the first time we will have the situation in which adult individuals are voting for and paying for their own education as well as the education of others, and doing it on a community basis where results can be more evident than when it is on a provincial scale. Undoubtedly we will see a new era in education in the province.

Such a new era will have had to recognize a series of realities that provide a summary for this argument.

We have argued that there exists in the population of Ontario a substantial number of adults whose educational or learning needs can be provided at least as well by boards of education as by any other educational organization. Indeed we have argued that it would make more sense for an integrated system of education if boards were to assume these responsibilities. Some of these adults have already perceived the relationship between their needs and the resources of boards of Education, and over a period of years have been exerting increasing demands. For example, while adults appear to choose agencies first and programs second, and to choose agencies that are most familiar to them by virtue of their past educational experience, it is also apparent that those with a record of educational achievement (those who have achieved college and/or university graduation or the like) are freer to choose across the entire spectrum of agencies, depending on their needs. Individuals who have graduated from university in Ontario, because of the historical origin of the entrance programs they have followed, are apt to be "technically" illiterate - a dangerous illiteracy in contemporary society. It is apparent that many of them are choosing secondary schools and colleges for their further development in technical literacy, because these institutions have a monopoly on those resources. There is every indication that the trend in this particular area of literacy will be constant and developing, and there is every reason why boards should respond actively to it.

There also seems some evidence from the U.S. (Richardson and Nyer, 1974) that literacy of any kind is not retained unless it is exercised regularly in a daily environment. That we have learned also from studies of conventional literacy programs in developing countries, but it has not been thought to be a major factor in North American society until now. There is increasing evidence that demands for basic literacy in terms of reading and writing, apart from entrance qualifications into particular occupations, are declining, and that individuals with previous records of having obtained functional literacy are returning to adult basic education programs. There are likely to be more of those, and it seems clear that individuals who have succeeded in obtaining one or more forms of basic literacy are quite willing to choose public schools in order to meet needs for new forms of literacy.

However, it is those who have not succeeded in the educational system, who have left either elementary or secondary school without completing, who can and should be considered to be the major clientele for school boards. We have cited examples of evidence that persons in this group share such characteristics as being barely functionally literate, low income, relatively restricted life style, and relatively low mobility. A large proportion of this group are married women with small children, and many are immigrants.

Individuals in this group pose a dilemma. If they are to participate in the mainstream of the society, in Bengston's inner economy, then they obviously need to develop a larger inventory of skills. This is the group with only elementary/secondary school experience which is most likely to choose the elementary/secondary system in order to meet their needs, if they choose to be students at all. That is to say that if they do not find what they need offered by their local school system they are least likely to look any further. However, because they have already "failed" in the system once, there is an additional impediment to their choosing that same system again, and indeed, of choosing any system at all. Some do make it to colleges through the Manpower program, but they are a limited number. It would appear that the majority simply do not identify their need for employment or larger incomes or more satisfying lives as being learning needs, and therefore do not turn to learning resources at all.

Since this can be regarded as the largest clientele for which the resources of a school board are most appropriate, the board must change itself dramatically, in ways in which we have suggested in order to reach them. Historically, boards of education have not had to recruit their students, indeed they are themselves a product of the recruiting system in the form of compulsory legislation. The act of recruiting as we have suggested with its implications for information, counselling, teaching styles, financing and administration will be what distinguished those boards willing to make the transition from those that cannot or will not. It will also alter the "politics" of public education in ways which are difficult to determine. The alternative, of course, is

for boards to occupy a diminishing role in the community, while we create new educational resources to meet the needs of adults identified so clearly by other pressures in the society. Educational agencies have failed to evolve before and have been replaced. There is no irresistible argument that boards of education in their present form are the best possible invention to solve our educational problems, but it seems a pity to waste all of that experience, energy and resources, while we look elsewhere.

RECOMMENDATIONS

The following recommendations summarize the implications for future directions discussed in the body of the report.

Administration

1. Local school boards should reconceptualize their roles in their communities to allow for the development of "integrated" systems, specifically and especially as regards the inclusion of adults who have a variety of educational needs which might best be met by local schools.
2. Traditional elementary/secondary school administrative perspectives should be altered to include more flexibility in terms of providing services to a wider range of persons in the community, particularly in the area of basic literacies.
3. Local school boards and administrators should concentrate significant effort on advertising available services and programs, and attend to welcoming non-traditional or part-time participants to their programs.
4. Local school boards and administrators should expand their program offerings to extend into more hours of the day and into the summer months if local needs assessment surveys indicate specific populations amenable to participation at those times.
5. Administrators and teachers should remold their perceptions of their roles into more colleaguial patterns to achieve a more integrated stance when assessing and meeting the needs of the participants again, regardless of age.

Staff Selection and Training

6. Participants should be seen as the locus of integrated educational systems and all policy and practice decisions should follow from that perspective.
7. Training programs for all teachers should be based on the concept of an integrated system of education including a greater awareness of all education in the society, and an introduction to teaching practices common to all levels of education.

Buildings

8. Local school buildings should be transformed in ways which will allow occasional and short-term learners to locate spaces and personnel quickly and easily.

Teaching Styles

9. Teachers of adults should be supported in performing their duties on a part-time basis as opposed to being encouraged to teach adults full-time.
10. Teaching perspectives should focus on the particular challenges of an instructional situation*, not primarily on the age of the participants. (* the mix of content, setting, learner motivation, learner ability, social context, etc.)
11. Teacher training programs should be designed cooperatively by teacher training institutions and practicing teachers to include resources for dealing with a broader range of instructional situations than are found generally in local schools at present.
12. Teachers increasingly should be made more aware of the importance of individual learning styles in the instructional situation regardless of the age of the participants.

Finance

13. Local school board administrators should begin to think in terms of multiple sources of funding (public and private) for the services they have to offer the community.
14. The Ministry of Education should be encouraged to take a more active interest in the challenge of providing adult education programs and evolve into exerting leadership in the field.
15. Policies and financing procedures should be developed which would allow for various adult education programs to be differentiated according to their relative values and costs to the public, boards and the individual participant.

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